



THE WHITE HOUSE

WASHINGTON

March 21, 1977

TO: Secretary of State
Secretary of Treasury
Secretary of Defense
Attorney General
Director of the Office of Management & Budget
Director, Central Intelligence Agency

FROM: Peter G. Bourne, M.D. *P.B.*
Special Assistant to the President

SUBJECT: President's Reorganization Initiatives

On Monday, March 14, 1977, the President formally established the Office of Drug Abuse Policy in the Executive Office of the President. In his memorandum, the President charged the new Office, among other responsibilities, with the following:

- "Recommend government-wide improvements in the organization and management of Federal drug abuse prevention and control functions, and recommend a plan to implement the recommended changes;
- Study and recommend changes in the resource and program priorities among all agencies concerned with drug abuse prevention and control;
- Assume the lead role in studying and proposing changes in the organization and management of Federal drug abuse prevention and control functions, as part of my promise to reorganize and strengthen government operations;"

Because of the high priority the President has placed on reorganization initiatives in his Administration, I believe it is incumbent upon us to move quickly in receiving potential areas and programs which could be more effective and efficient as a result of restructuring.

More specifically, the area of drug law enforcement has been identified as a high priority area for review, both by the President and the Attorney General. While this area in some respects can be considered to be of an intra-departmental nature, it is inter-woven with other inter-agency issues which must be considered concurrently. In addition to law enforcement, these issues include drug intelligence (both strategic and tactical) and border management and interdiction.

In order that we can begin to organize ourselves for these important tasks, I would appreciate your designating a principal assistant and a high level representative from each of the affected areas to meet with me and my staff on Tuesday, March 29, 1977, in room 419 of the Old Executive Office Building. Please provide names of attendees by calling my office 456-7017 by 3/25/77.

As preparation for our work, I have included for your review and comments, a draft paper which outlines in broad terms, the framework and schedule of our activities. Questions or comments which you may have prior to the meeting should be directed to my deputy, Lee Dogoloff, who can be reached at 456-6594.

I look forward to working with you and your staffs in this important undertaking.

cc: Robert Lipshutz
Jack Watson
Stuart Eizenstat
Harrison Wellford

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Enclosed is the attachment
which was not included with the
Memorandum of 3/21/77 from
Dr. Bourne on Reorganization
Initiatives.

DRUG REORGANIZATION INITIATIVES

I. Introduction

The Federal Government currently supports a widely diversified, and to some degree fragmented, program to reduce the abuse of illicit and licit drugs in the United States. The program is currently spread among eight Cabinet Departments, over 40 Federal organizations, and totals nearly \$800 million annually for enforcement, demand reduction and international initiatives.

Because of the diverse range of the drug abuse program, the President has recently established the Office of Drug Abuse Policy in the Executive Office of the President to provide policy guidance and oversight responsibilities to the total program. Additionally, the President has charged the new Office with the responsibility of leading his reorganization efforts in the drug abuse area. He has further indicated that he expects that ODAP will be fully supported by the affected Departments and agencies and the Office of Management and Budget in its undertakings.

II. The President's Reorganization Efforts

The overall reorganization effort of the President is intended to make government work better through substantial improvements in the organization and management of the Executive Branch. Among the more important objectives of the project are:

- ensuring maximum efficient and economy in government operations;
- promoting more effective planning and coordination of government activities;
- simplifying government so people -- average citizens -- can understand it;
- making government more responsive to citizens needs;
- opening government's proceedings and documents to the public, subject only to the rights of citizens to privacy and genuine concerns of national security;
- reducing fragmentation, overlap, and unnecessary paperwork;
- demanding higher levels of performance by government officials and rewarding productivity;

- . giving managers the authority necessary to do the job and then holding them accountable;
- . increasing the predictability and consistency of government actions; and
- . emphasizing those tasks government can do and limiting those it cannot."

In translating these objectives into the drug program area, each applies in varying degrees to each of the drug abuse program segments.

III. The Drug Program Area

The Federal drug abuse program encompasses almost all of the Cabinet Departments and involves over 40 agencies. Activities range from law enforcement and treatment to agricultural research. Among the Departments and agencies involved in this effort are:

- . Department of Health, Education, and Welfare
 - (1) Alcohol, Drug Abuse and Mental Health Administration
 - (2) National Institute on Drug Abuse
 - (3) National Institute of Health
 - (4) National Institute of Mental Health
 - (5) Office of Human Development
 - (6) Office of Education
 - (7) Food and Drug Administration
 - (8) Public Health Service
- . Department of Justice
 - (1) Bureau of Prisons
 - (2) Drug Enforcement Administration
 - (3) Federal Bureau of Investigation
 - (4) Immigration and Naturalization Service
 - (5) Law Enforcement Assistance Administration
 - (6) U.S. Probation Office
- . Department of Transportation
 - (1) U.S. Coast Guard
 - (2) National Highway Traffic Safety Administration
 - (3) Federal Aviation Administration
- . Department of State
 - (1) Agency for International Development
 - (2) U.S. Information Agency

- (3) Office of Senior Narcotics Adviser
- (4) Regional Bureaus
- (5) U.S. Embassies

. Department of the Treasury

- (1) U.S. Customs Service
- (2) Internal Revenue Service
- (3) Bureau of Alcohol, Tobacco and Firearms

. Department of Defense

- (1) Office of Drug and Alcohol Abuse Prevention
- (2) Department of the Air Force
- (3) Department of the Army
- (4) Department of the Navy
- (5) Defense Intelligence Agency

. Department of Labor

- (1) Agriculture Research Service

. Independent agencies

- (1) Veterans Administration
- (2) Action
- (3) Community Service Administration (OEO)

. Executive offices

- (1) Central Intelligence Agency
- (2) National Security Council
- (3) Office of Management and Budget
- (4) Office of Drug Abuse Policy

In addition to the Federal effort involving many organizations, and over \$800 million annually, State, local and private organizations are involved in most areas with at least that level of expenditures.

IV. Approach

Due to the diversity and number of organizations and functions, it is essential to involve not only policy but program personnel of each affected function in the process from the beginning. Additionally, due to the number of functions involved in the program, it will be necessary to approach the effort on a planned and compartmentalized basis.

The areas which will be considered during the entire process are as follows:

- . drug law enforcement
- . intelligence
- . border management and interdiction
- . international efforts and initiatives
- . prevention, rehabilitation, and treatment
- . inter-government coordination

The principal means of involving the appropriate individuals will be a project team for each area, each of which will be chaired by ODAF personnel for interagency issues and appropriate agency personnel for intra-departmental ones. Additionally, each functional area will develop a detailed project or task plan within the general framework of: organization, data collection and fact-finding, assessment and evaluation, issue development, and review of alternatives, recommendations to the President, Presidential decision, and submission to Congress where appropriate.

V. Schedule

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|--|-------------------|
| . <u>Drug law enforcement</u> | <u>Time frame</u> |
| - Organization and creation of project team | 3/14 - 3/18 |
| - Data collection and fact finding | 3/21 - 5/21 |
| - Assessment and evaluation | 5/21 - 6/21 |
| - Issue development and review of alternatives | 6/21 - 7/01 |
| - Recommendations to the President | 7/06 |
| - Membership: Department of Justice (Chairman),
DEA, FBI and ODAF | |
| . <u>Intelligence</u> | <u>Time frame</u> |
| - Organization and creation of project team | 3/14 - 3/18 |
| - Data collection and fact finding | 3/21 - 5/21 |
| - Assessment and evaluation | 5/21 - 6/21 |

- Assessment and evaluation 5/21 - 6/21
- Issue development and review of alternatives 6/21 - 7/01
- Recommendations to the President 7/26
- Membership: ODAP (Chairman), DEA, FBI, Customs, CIA, State, Justice
- . Border management and interdiction Time Frame
 - Organization and creation of project team 4/04 - 4/08
 - Data collection and fact finding 4/21 - 6/13
 - Assessment and evaluation 6/13 - 7/13
 - Issue development and review of alternatives 7/13 - 7/27
 - Recommendations to the President 7/20
 - Membership: ODAP (Chairman), Customs, INS, DEA, Agriculture, Justice, Treasury, and OMB
- . International efforts and initiatives Time Frame
 - Organization and creation of project team to be determined
 - Data collection and fact finding
 - Assessment and evaluation
 - Issue development and review of alternatives
 - Recommendations to the President
- . Prevention, rehabilitation and treatment Time Frame
 - Organization and creation of project team to be determined
 - Data collection and fact finding
 - Assessment and evaluation
 - Issue development and review of alternatives
 - Recommendations to the President

. Intergovernmental coordination

Time Frame

- Organization and creation of project team to be determined
- Data collection and fact finding
- Assessment and evaluation
- Issue development and review of alternatives
- Recommendations to the President

The six project team managers will report to an overall policy working group, chaired by the Director or Deputy Director of ODAP. In addition to the six team initiatives, ODAP staff will coordinate on any other intra-departmental reorganization efforts which affects the drug program.

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